

CANADIAN

September 1, 1949

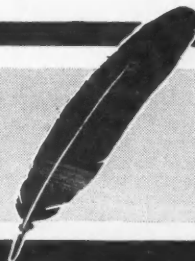
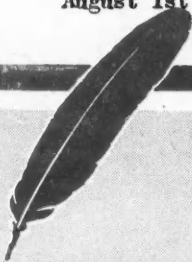
Welfare

GOVERNMENT HOUSE,
OTTAWA.

The Community Chests and Welfare Federations of Canada have united under the symbol of the Red Feather. It is a symbol of many services essential to a wholesome community life. It is a symbol of many campaigns in one, thus eliminating hundreds of individual appeals to the public. It is a symbol of democracy at work. Through your support of the Red Feather campaigns, hundreds of welfare services will continue to contribute to a better community life -- for while thousands benefit directly from Red Feather services, we all benefit indirectly. I sincerely urge you to exercise your democratic right to give enough for all services in your community -- for all year.

Alexander of Tunis.

August 1st, 1949.



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R. E. G. DAVIS, *Executive Director*

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Dollars and Sense

THE invention and widespread acceptance of federated fund-raising as a device for financing voluntary welfare services is a tribute to the common sense as well as the social idealism of the Canadian and American people. Time was when these services were supported one by one through a series of single agency campaigns, but as organizations grew in number, the wastefulness of this procedure became increasingly apparent. Not only was it necessary to conserve volunteer leadership and to spare contributors from constant appeals; in the interests of balanced growth and efficient operation it was also highly desirable that some method of overall planning, co-ordinating and budgeting of community services be devised. And so today we have our community chests and welfare federations—fifty of them in Canada—which together last year raised and distributed between \$9 and \$10 million and did so for the most part on the basis of a careful appraisal of community need and of individual agency requirements.

There can be no question of the significance of this achievement in social engineering, but as campaign time comes round again we need perhaps to remind ourselves that complete success for the federated principle is still some distance ahead. For one thing, the problem of multiple appeals remains almost as acute as ever. If chests have been able to unite most local agencies in a single campaign, national organizations to a considerable extent continue to remain outside. Actually their number has increased considerably since the war and it begins to appear that chests, in co-ordinating local agency drives, have only succeeded in creating a vacuum which new organizations are now rushing in to fill. This is not, of course, to say that such organizations may not be required. There are many unmet health and welfare needs in Canadian life; but the way we are proceeding undoubtedly makes for disorder in local community planning and in terms of fund raising threatens to reduce the chest campaign to one among many annual appeals.

Why doesn't the chest include all these national organizations in its membership? This would seem to be the obvious solution but it is not always easy to apply. One problem is that some national organizations as a matter of policy will not permit their local units to participate in joint fund-raising appeals. Another is that certain organizations which would otherwise be willing to co-operate feel they would be "starved" if they threw in their

lot with the chest. Experience convinces them they can secure greater support on their own. Not only are chests raising less money than is required for the legitimate needs of their present members, but in the view of many national agency leaders they tend to be locally minded and to resent the idea of money raised through their efforts going out of the community for national or international purposes however worthy. On the other hand chests, standing as they do for orderly planning and directed by a responsible group of representative citizens, have their case to make. They feel they are often called upon to accept local allotments from national headquarters which they have had no adequate opportunity to examine and approve. Clearly this whole situation is one which cannot be neglected indefinitely. The time is overdue for it to be tackled and in many quarters there are signs already of a growing restiveness which is not likely to be long restrained. The hope is that whatever collective action eventually results will be of a statesmanlike kind which will take into account all the interests involved.

Meanwhile only sunshine soldiers will despair of the future of the federated fund-raising idea. Community chests represent at least a beachhead of co-operative endeavour which it must be our constant aim to strengthen and extend.

What does this mean in practical terms this fall? Three things at least are indicated. In the first place, we must do a better job of public interpretation than ever before. The values of one united campaign need to be emphasized even though this goal has still to be achieved. And at the same time we need to identify individual services and agencies so that the public may come to understand what they are and what they do. Secondly, we must seek to strengthen substantially our campaign organization so as to make sure that everyone has an opportunity to give. While we have done much in recent years to broaden the base of giving it still remains true that in most communities even yet many people who might give are not approached because there is an insufficient number of workers to cover the ground completely. Finally, we must endeavour to see that contributors give enough to support all services adequately for a full year. The amount secured last year worked out at hardly more than \$2.25 per capita in chest communities across the country. Clearly this is no index of what people could afford to give; they spend more on any one of half a dozen items of luxury from hair-do's to cigarettes. Moreover, it is convincing evidence that many contributors are still not really sold on the personal implications of federation. To give to a multiple campaign no more than one would be prepared to give to a single agency appeal is to strike at the very heart of co-operative fund-raising. One means of raising standards of giving, which has not been sufficiently tried, is to press for the budget plan. Labour groups commonly contribute through payroll deductions; there is no reason why other groups similarly could not spread their payments over the year.

It should be emphasized that none of these are utopian suggestions. They are in line with what the best chest leaders are doing already—and constantly advocating. Let us continue to work at them in the confidence that as we do so we shall demonstrate beyond peradventure that federated fund-raising, joint budgeting and co-operative planning are as sound in practice as they are in theory.

Foundations of Economic Security

A report on the Second Round Table organized by the School of Social Work and the Department of Extension in the University of Toronto, held in Toronto May 28, 29 and 30, 1949

by JOHN S. MORGAN,
Associate Professor of Social Work, Toronto

LEWIS MERIAM believes that he is justified in making a basic assumption that "Social security and relief are not in and of themselves directly productive; they are primarily defensive devices."¹ Haber and Cohen say of this statement "Although we do not believe that this statement gives a complete or an accurate picture, we think it is a provocative one requiring consideration and refutation."² One of the ideas provoked by statements like Meriam's, which are quite common in some circles today, is that social workers and administrators of government welfare programs are so concerned with the problems and the excellence of their immediate programs that they give too little heed to the underlying foundations upon which those programs depend. The object of this year's Round Table was to approach some of the major questions of economic security for the individual in a modern industrialized nation with a full realization that welfare programs of any kind are related to and dependent upon certain fundamental considerations.

¹Lewis Meriam, *Relief and Social Security* (Washington: The Brookings Institute, 1946) p. 834.

²William Haber and Wilbur J. Cohen, *Readings in Social Security* (New York: Prentice-Hall, Inc. 1948) p. X.

The Canadian Labour Force

It can easily be forgotten that the occupational structure of Canada's work force has been rapidly and radically changed by the depression and the war years; but also that it has been changing continuously since 1891. Fifty years ago two out of every five workers were employed in agriculture; to-day about one out of five is so employed. On the other hand, manufacturing employed less than one worker in six in 1901, and now employs more than one in every four. In non-agricultural industries today about 80 per cent of men and 90 per cent of women are paid employees, whereas agricultural workers include very few paid employees and a large number of self-employed and unpaid family workers. These two sets of facts have a profound significance for economic security. They mean that Canada is to-day very largely a nation of people who depend for their economic security on the weekly wage-packet. With their wages they have to buy all the necessities of life, such as food, shelter, clothing, medical care, as well as other services which might be classified as desirable if not essential, such as higher education

and recreation. When the weekly wage-packet stops the average family is literally without resources. Yet much of the Canadian welfare legislation is still related to the times when a large proportion of the population could, and did, have some non-cash resources upon which to rely in times of emergency. The need for defensive measures to protect individuals from economic insecurity has, in fact, been magnified by the changing character of the labour force until it is now a public responsibility of major importance.

This is only one of many fundamental factors that emerged from a meaty discussion on the Canadian Labour Force, with which the Round Table began its deliberations. The size of the labour force is important because upon its productive capacity depends Canada's capacity to maintain the present standard of living, and it is from this productive capacity that Canada must in some measure draw the resources for the much needed improvement of some of her provisions for economic security. At the present time the Canadian labour force is in the region of five million people, of whom about half are between 24 and 44 years of age, and three-fifths of whom live in Ontario and Quebec. The composition of the labour force is changing all the time under the pressures of technological change, the development of new resources, and, particularly at the present time, the swiftly

changing patterns of international trade. The growing importance of skilled and semi-skilled workers as compared with the unskilled

ROUND TABLE CONSULTANTS

Consultants

WILBUR COHEN, Federal Security Agency, Washington D.C.

WILLIAM HABER, Professor of Economics, University of Michigan. Formerly Chairman, Study Committee, National Resources Planning Board.

JOHN MOSS, C.B.E., Chief Assistance Officer, Kent County Council, England. Vice-Chairman, British National Committee on the Care of the Aged.

Chairmen and Speakers

A. ANDRAS, Assistant Research Director, Canadian Congress of Labour.

J. G. BISSON, Chairman, Unemployment Insurance Commission of Canada.

GEORGE F. DAVIDSON, Deputy Minister of Welfare, Department of National Health and Welfare.

R. E. G. DAVIS, Executive Director, Canadian Welfare Council.

J. DOUGLAS GIBSON, Economist, The Bank of Nova Scotia.

B. W. HEISE, Deputy Minister of Welfare, Ontario.

RALPH HENSON, Chairman, Civic Advisory Council of Toronto.

GEORGE HAYTHORNE, Director of Research and Statistics, Department of Labour.

W. K. RUTHERFORD, Director, National Employment Service.

W. J. WOODS, Deputy Minister of Veterans Affairs.

Chairman of the Round Table

HARRY M. CASSIDY, Director, School of Social Work, University of Toronto.

Secretary

JOHN S. MORGAN, Associate Professor, School of Social Work, University of Toronto.

MEMBERSHIP OF ROUND TABLE

- R. G. BARCLAY, Director of Unemployment Insurance, Unemployment Insurance Commission, Ottawa.
- W. C. BLACK, Personnel Manager, Canada Wire & Cable Co., Leaside, Ontario.
- JOHN BLOW, Executive Secretary, Community Welfare Council of Ontario, Toronto.
- MARC BOYER, Deputy Minister of Reconstruction and Supply, Ottawa.
- F. W. BURTON, Research and Statistics Branch, Department of Labour, Ottawa.
- R. C. CHALMERS, Board of Evangelism and Social Service, United Church of Canada, Toronto.
- R. E. CURRAN, Legal Adviser, Legal Division, Department of National Health and Welfare, Ottawa.
- W. T. G. HACKETT, Economist, Bank of Montreal, Montreal.
- C. E. HENDRY, School of Social Work, University of Toronto.
- J. E. HOWES, Bank of Canada, Ottawa.
- G. M. INGERSOLL, Legislation Branch, Department of Labour, Ottawa.
- H. A. INNIS, Head of the Department of Political Economy, University of Toronto.
- STUART K. JAFFARY, School of Social Work, University of Toronto.
- CLEVE KIDD, United Steelworkers of America, Toronto.
- E. P. LABERGE, Unemployment Insurance Commission, Ottawa.
- H. A. LOGAN, Professor of Political Economy, University of Toronto.
- W. F. LOUGHEED, Economist, Canadian Bank of Commerce, Toronto.
- REV. RONALD MACLEOD, D.D., President, Community Welfare Council of Ontario, Toronto.

workers, the rapid growth of urban and depletion of rural populations, and the increasing mobility of labour requirements in the Canadian economy are other factors which have important implications for economic security proposals. Social welfare problems, for example, are created when certain groups of workers, as one speaker

put it, "get abandoned in occupational, industrial or geographic back waters, even though there may be prosperity elsewhere." These are often the groups who are hit soonest and hardest when a depression occurs.

It was suggested that in addition to these general factors, affecting the whole pattern of Canadian employment, there were three groups of workers whom a careful study of the labour force to-day could be shown to need special attention; younger workers, older workers, and seasonal workers.

There appears to be developing a 'squeeze' which is making for less employment and less stable employment conditions for young workers, and at the same time an increasing trend to earlier 'retirement' of older workers. This is a dangerous combination of pressures for the social health of Canada. The time has come when it is economically as well as socially important that every young Canadian shall enter continuous employment with full opportunity to learn modern skills and acquire steady work habits with adequate opportunities for promotion. It is startling and disconcerting to learn that "almost 40 per cent of the unemployed in 1948 were under 25 years of age". This is the way to create a nation of individuals who are economically insecure, and to deprive Canada of her future reserves of industrial skill. While it may be true that in the period of high employment since the war the young worker has been

able to 'pick up another job' fairly quickly, the lack of acquired skills, and of steady development in work capacity will be a serious burden in middle and later years. The need for better planning for new entrants, for adequate training both before starting work and on the job, for job counselling services, for vocational guidance and vocational training schemes, were all reflected in the discussions on the younger members of the labour force.

Other questions which were raised in connection with the labour force were the need for much greater knowledge about seasonal employment, the economic insecurities inherent in consistent underemployment, the vulnerability of Canada's employment picture in terms of world trade, and the need for careful study of the flow of people into and out of employment.

From the discussion there emerged a better understanding of the complex character of the labour force upon which the economic security of the nation depends, and within which measures of economic security for the individual have an important part to play, both defensive and constructive in character. The labour force was seen to be not a static pool of labour, but a changing, developing complex of individuals, within which it is important to retain a series of delicate balances between security and change, be-

MEMBERSHIP OF ROUND TABLE

- HELEN MANN, School of Social Work, University of Manitoba, Winnipeg.
- ROGER MARIER, Assistant Director, School of Social Service, Laval University, Quebec City.
- LEONA MASSOTH, School of Social Work, University of Toronto.
- HON. A. W. MATHESON, K.C., Minister of Health and Welfare, Charlottetown, P.E.I.
- FRED R. MacKINNON, Director of Child Welfare, Halifax.
- F. C. MECHIN, Director, Imperial Oil Company (of Canada) Ltd., Toronto.
- MARTHA MOSCROP, Department of Public Welfare, Vancouver.
- MRS. CAMERON PARKER, Member of the Board of Directors, Canadian Welfare Council.
- CLIFFORD PATRICK, Department of Veterans Affairs, Ottawa.
- FLORENCE PHILPOTT, Executive Secretary, Welfare Council of Toronto.
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- ALBERT ROSE, School of Social Work, University of Toronto.
- M. SAINT-AMANT, Director of Public Welfare, Montreal.
- MRS. ADELAIDE SINCLAIR, Department of National Health and Welfare, Ottawa.
- PHILIP STUCHEN, Economic Research and Development Branch, Department of Trade and Commerce, Ottawa.
- HON. J. S. STURDY, Minister of Social Welfare, Regina.
- BESSIE TOUZEL, Canadian Welfare Council, Ottawa.
- J. S. WHITE, Deputy Minister of Social Welfare, Regina.

tween skills and variety of needs, between change and retirement, between mobility and stability and so forth. It was agreed that economic security plans needed to be based on a concept of a labour force which is growing and changing all the time and which needs to be kept in balance at many points.

Public Works and Public Investment Programs

It was accepted as a valid assumption that if business activity slackens to a point when unemployment becomes more than the sum of the short term adjustments of the labour force to the varying calls for labour, it is a responsibility of Government to develop plans aimed at increasing the numbers of available jobs through normal business and industrial activities. These programs are sometimes labelled Public Works, or as in the Dominion Proposals of 1945, Public Investment programs. This kind of planning is intended to meet the real need of the employed worker, sufficient paid work. It is a commentary on the advance in public thinking that this assumption should be so widely and willingly accepted when it is compared with the sour and unyielding opposition of Government spokesmen in the 1930's in Britain and on this continent to the development of public works as uneconomic and dangerous to the national finances. It marks the beginning of recognition of some public responsibility for the maintenance of the Right to Work of the individual.

There was some discussion of appropriate programs for Public Works. Housing was suggested and it was agreed that there is a very appropriate field for public investment, involving as it does a wide range of skilled and unskilled labour, and large scale labour needs. One of the major difficulties is that house-building is one

of the highest cost industries and the most inefficiently organized industries in terms of modern production methods. These factors make it a very costly form of public works. The suggestion was made that governments, as an alternative to the difficulties inherent in public works programs, might find manipulation of the export market, through the granting of export credits, another way of maintaining employment in established business and industrial forms. The essential feature, however, of this form of protection is that the Government becomes a heavy spender through normal business channels. To achieve its purpose it must spend heavily, at all levels of government, in times of falling trade; and to perform this function efficiently, it must plan well ahead of the need, and keep its plans constantly up-to-date, renewing and revising massive programs in accord with changing needs of the nation and the changing character of the probable employment shortages. Much of the money will go into the purchase of material and professional skills and only indirectly into the pockets of individual workers. Thus public works programs are to be distinguished from work relief programs, which should be capable of coming into effect rapidly, be planned to put most of the available funds into the pockets of workers, and be capable of quick closure as the need recedes.

Unemployment Insurance

The next, and for Canada the major protective economic security provision, is Unemployment Insurance. The Round Table had before it a thoughtful analysis of the present system of Unemployment Insurance. It was pointed out that whereas other countries had begun their economic security schemes with other, and basically simpler, causes of want, Canada and America had started with the most complex of all the economic security devices. It was clear that there are no theoretical or practical solutions to particular problems of Unemployment Insurance which are correct as opposed to other solutions which are wrong. Each country has to make a continuous series of decisions, each on an empirical basis, in the light of a complicated pattern of social, economic and political factors obtaining at the time when the problems arise for solution. There are, however, a number of broad issues, and on some of these there was lively and provocative discussion.

Perhaps the most striking question was focussed in the somewhat challenging phrases: "We have paid too much attention to the actuaries" and "Both the Canadian and American Unemployment Insurance Funds are at present grossly over-financed".

The challenge to the actuaries reflects two different approaches which were clarified in the discussion. There is the "insurance approach" which aims at the maintenance of the Unemployment Insurance Fund in a position of

actuarial soundness, always able to meet foreseeable demands. From this approach, the validity of increased benefits, reduced waiting periods, extended coverage to "risky" occupations, are all measured against their effect on the actuarial soundness of the Fund. The other approach lays more emphasis on the social purpose of the scheme, stressing the view that the contributory element, while necessarily requiring actuarial skills in its operation, is an instrument of social policy. It was suggested that Beveridge's concept of a plan which operates on a comparatively short term financial basis of ten years, with reserves sufficient to cover two years of benefit payments, is socially a sounder instrument of policy than a Fund which piles up reserves against every possible contingency at the expense of current benefits and coverage. It was clear from the discussion that Unemployment Insurance is recognized by all as a cushion against the effects of unemployment and not as a cure for this wasting disease; and it was suggested that an Unemployment Insurance Fund which was not exhausted by a major depression was failing to fulfil its major function of cushioning the first shock of unemployment for the worker. On March 31, 1949, the balance in the Unemployment Fund was \$529,535,437. Both parties to the argument took comfort from this figure. Those who believed in actuarial soundness could show that it was barely

adequate to cover the calculable risks. Those who believed in a social policy approach maintained that it represented sterilized funds which could be invested in human values now without endangering the main objective of the Fund.

Differences between the United States and Canada were noted with interest. Some appeared to Canada's advantage: A national scheme (as opposed to 48 state schemes) gives uniform protection; absence of merit rating is a recognition that social needs are the objectives of the scheme rather than commercial profits. Other advantages are that some recognition for dependents in Canada as against such provision in only 8 States in the U.S.A.; disqualification in the U.S. is to the employer's advantage and is sometimes pressed very hard; employability is a better condition of benefit than dollars paid in previous contribution. Some comparisons were to Canada's disadvantage: the limitation to workers below the given salary range, whereas in the U.S.A. everybody pays on the first \$4200 of income; contributions from employees of a percentage of wages is a form of regressive taxation; variable benefits on low scales bear no relation to the social needs of the individual. In coverage the comparison lies between the universal coverage in Great Britain and New Zealand and the very partial coverage in Canada and the United States.

Many other important features of the present operation of the

Canadian scheme emerged and there is space here only to note one or two thought provoking highlights, each of which really justifies extended discussion. Out of a labour force of just under five million Canadians, only 2,594,000 are at present protected by Unemployment Insurance. The major obstacles to extended coverage appeared to be the anticipated administrative difficulties involved. The amounts of benefit payments were sharply criticized and the principle argument against major increases was that they cannot be actuarially justified. Unfortunately the Round Table did not include an actuary in its membership to defend his profession which again came under fire. It was shown that Unemployment Insurance is in fact doing duty in some degree to supplement superannuation payments, or, if no superannuation is available, as a substitute for it, thus revealing the absence of an adequate retirement scheme as a weakness in Canada's economic security plans. The hardship of persons who, because of sickness, are not "available for work" and thus not eligible for insurance benefits pointed up the need for sickness insurance in any well rounded system of economic security. The discussions on Unemployment Insurance served to mark out clearly the function of this instrument of economic security policies. It is not a cure for unemployment and can operate only if employment is good. It is appropriate chiefly to offset the effects of short-term unemploy-

ment and provides the second of a number of cushions protecting the individual in the event of unemployment. These cushions, or as one speaker named them, "the four buffer stops in economic security", were set out as: first, work; second, unemployment insurance; third, work relief; and fourth, public assistance.

Work Relief Programs

The United States has the only significant experience of the third buffer stop, work relief, and in spite of all the imperfections of United States work relief programs in the 1930's there is much learned from them.

Until the Depression, there was no alternative to work for wages except some form of direct relief, either in cash or in kind. Not only is relief a poor substitute for work, but it tends to destroy the morale and self-respect of the recipient and progressively to undermine his ability to work and his work skills. The experiments in the United States were costly. Civil Works Administration took 2,000,000 workers off the relief rolls and another 2,000,000 from the labour market; its projects were undertaken hurriedly without sufficient planning or adequate preparation. Work Relief under the Federal Emergency Relief Administration was aimed at providing work for those who were on relief. Projects under FERA and its successor, Works Projects Administration, employed as many as 3,900,000 people and there were in addition the schemes aimed par-

ticularly at the special needs of young people, the Civilian Conservation Corps and the National Youth Administration. It was well to be reminded of the extent of the several imaginative approaches to this problem of work relief which were characteristic of the United States in the crisis of the '30's. It is salutary to reflect on Canadian unreadiness to use this experience if crisis should again threaten the economic security of thousands of Canadian workers.

Some of the lessons of the United States experience were sharply pointed out in the discussions. There are difficult distinctions to be made between projects which involve production of goods, which is deemed to be the proper preserve of private enterprise and projects of a non-competitive nature which can properly be undertaken on a work relief basis. Once employed on work relief, it is difficult to get workers to leave projects for the insecurities of the open market, especially when normal employment is intermittent. There are difficult decisions to make between going wage-rates in competitive industry and "relief wages" when going wage rates are marginal to needs—or even below human needs—in a depressed economy. By any standards of money accounting, work relief is expensive, but the true measurement of work relief should be in terms of social accounting and there can be no question that many American communities are richer in schools, roads, parks, play-

(Continued on page 39)

Community Chests and Councils Division of The Canadian Welfare Council

CARL REINKE became Chairman of the Community Chests and Councils Division at the annual meeting last June. Mr. Reinke had served previously as national chairman of the Public Relations Committee of the Division and as chairman of the Public Relations Committee of the Welfare Federation of Montreal.



CARL REINKE

The new division chairman has a varied background. He received his early schooling in Hamilton, graduated from the University of Toronto, and then attended Osgoode Hall Law School for two years. After several years on a Toronto newspaper, he moved to the Parliamentary Press Gallery in Ottawa where he was a correspondent for four years.

Early in the war, he became a press censor in Ottawa. A series of wartime positions followed, including those of chief of the news and picture division of the Directorate of Public Information and executive assistant to the first Director of National Selective Service. Then came a stint of almost three years in the R.C.A.F., including 17 months overseas.

After the war, Mr. Reinke was briefly with a Quebec paper company from which he transferred to his present position as manager of the Public Relations Department of Canadian Industries Limited, in Montreal.

The Work of the Division

The Chests and Councils Division is a democratic association of 45 of the 50 Community Chests in Canada, and the 22 Councils of Social Agencies and Welfare Councils. Each is represented by one lay and one professional person. Decisions taken at general meetings are acted on by the Chairman and heads of the standing committees who form an executive committee working in collaboration with the staff of the Canadian Welfare Council.

Councils

Associated with Mr. Reinke, as Chairman of the Health and Welfare Planning Section of the Division, is Mrs. W. K. Newcomb, formerly President of the Montreal Council of Social Agencies.

Community welfare planning through Councils is obviously fundamental to ensure properly balanced and co-ordinated public and private welfare programs. The translation of council planning into action depends in large part on the success of the Chest campaigns; it takes the teamwork of Chest and Council to produce results.

October Campaigns

More and more Chests are realizing the cumulative benefits which result from synchronizing their campaigns in one grand national effort in the Red Feather month of October. This year some 40 major Canadian campaigns are being conducted almost simultaneously. (For local reasons, a few Chests hold their campaigns at other seasons.)

The result is that these Chests will benefit from the promotional efforts of the Division's committees and all those who have co-operated with them, the periodical press, private and CBC radio stations and countless advertising sponsors.

20 Items

Part of the service by the Division to Chests is centralizing the purchase of campaign aids of various kinds. Window cards, billboard and other posters, canvasser training manuals, window display units, red feathers and over 100 prints of the motion picture trailer are among the 20 items being handled this year.

National Publicity

Readers are referred to the inside back cover of this issue of *WELFARE* for news of one of the five features organized by the Division's National Radio Committee to publicize the Chest campaigns.

Imperial Oil and British American Oil Companies will display Red Feather posters on their service station panels and the Division is supplying *The Financial Post* with the biographies and

photographs of Chest campaign chairmen, which will be run serially.

Another substantial aid is the special Red Feather supplement to the September issue of *Canada's Health and Welfare* magazine, prepared by the Department of National Health and Welfare at the request of the Division. In addition to the 80,000 regularly sent to the Department's mailing list, 50,000 of both English and French copies of this supplement are being made available without charge to Chests for use locally, through the courtesy of the Department.

Another splendid demonstration of effective co-operation between governmental and private agencies is the appropriation by the Department of National Health and Welfare to the National Film Board which has made possible the production of this year's Chest theatre motion picture trailer. The popular Canadian radio comedians, Wayne and Schuster, donated their services to produce what is probably the best trailer the Chests have ever had.

Give Enough

"Far from being just another chore," says Mr. Reinke, "the Chest campaigns offer each of us an opportunity to demonstrate in a direct and practical way how fully we value our freedom of action and our right to rule ourselves. Let us see that everyone has the opportunity this fall to realize the need and then to give enough for all Red Feather services for all year."

Elizabeth Govan Joins Canadian Welfare Council Staff

FOLLOWING a year at the University of Chicago where she has been working for her Ph.D. at the School of Social Service Administration, Elizabeth Govan comes to the staff of the Canadian Welfare Council to act as secretary for personnel and to undertake certain projects with the child welfare and public welfare divisions.

Before her advanced study, Miss Govan was assistant professor at the University of Toronto School of Social Work, where she was director of field work and lecturer in child welfare.

Miss Govan spent her undergraduate years at the University of Toronto, and then went to Oxford University for further study. She returned later to Toronto to obtain her M.A. in political science and her social work diploma.

After experience in both public and private agencies in Ontario, Miss Govan went to Australia, where she became tutor in case work at the Board of Social Studies in Sydney. This private school of social work went out of existence when the University of Sydney established a Department of Social Studies in 1940, and Miss Govan was appointed acting-director and later director of the new professional school.

She has published a number of articles in such periodicals as the



Photo by John Steele

ELIZABETH S. L. GOVAN

Australian Journal of Public Administration and has carried out several social research and survey projects, including a study of country towns in New South Wales. In Sydney, she was a member of the Child Welfare Advisory Council, a body appointed by the State Government to advise it regarding child welfare problems.

Since her return to Canada in 1945, she has been a member of the executive of the Toronto branch of the Canadian Association of Social Workers, and chairman of the Case Workers Assembly of the Toronto Welfare Council.

Action Research for Recreation

By CARL BIRCHARD

Time: Friday, April 29, 1949, 8.15 p.m.

Place: Radio Stations CFRA, CKCO, CKCH, CBO.

Subject: Capital District Recreation Planning Survey.

Speakers: Mayor E. A. Bourque, Ottawa; Mayor J. A. Moussette, Hull; Dr. Hugh L. Keenleyside, Chairman, Citizen's Committee; Dwight Donaldson, Survey Chairman; Professor Charles E. Hendry, Survey Director.

The "show" is on! Months of preparation and organization. Meetings, conferences, late nights; too many cigarettes and disappointments. "We should have done this!" "Why didn't we think of that?" It doesn't matter now. The show is on!

Such were the feelings on the night of April 29 when the radio announcer introduced the distinguished speakers who were officially to open twenty-three separate citizen meetings being held concurrently within the Capital District of Ottawa. The Neighbourhood Hearings, as they were

A pilot recreation survey is now being conducted in the capital district of Ottawa. While the survey's main purpose is to assess the recreational needs of the citizens of the area and to stimulate appropriate social action to implement decisions, it is also exploring new methods and techniques of action research in recreation.

In this story, Mr. Birchard deals with one aspect only of the total survey—the Citizen's Neighbourhood Hearings, a device to stimulate citizen participation. He has, however, been closely connected with all aspects of the survey and with the neighbourhood hearings in particular.

The Recreation Division of the Canadian Welfare Council is conducting field seminars to study, criticize and appraise methods used in the survey with a view to developing a manual for the guidance of other communities in evaluating and planning their recreation. Information concerning the seminars may be obtained from Ernest R. McEwen, Secretary, Recreation Division, Canadian Welfare Council, 245 Cooper Street, Ottawa, Canada.

called, were one of the means used by Capital District Recreation Planning Survey to stimulate interest and discussion on recreation at the neighbourhood level. It was also one of the means whereby citizen and expert might join hands as partners in planning—a partnership which is the underlying theme of a unique survey being directed by Prof. Charles E. Hendry of the University of Toronto.

Carl Birchard, recently appointed Associate Secretary of the Ottawa Council of Social Agencies, is a graduate of the Toronto School of Social Work, 1943. He served during World War II with the Royal Canadian Army Medical Corps, Directorate of Social Science, as a social service officer in Kingston, Ottawa and London. Following army service, he took further professional training at the University of Pittsburgh School of Social Work, specializing in Group Work and Community Organization. Mr. Birchard has been a member of the staffs of York County Children's Aid Society, the Y.M. and Y.W.H.A., Brashear, Soho and Irene Kaufman Settlement Houses.

Convinced that the "planners" have too long remained aloof from the people, "Chick" Hendry, as all those in the survey now know him, laid down certain conditions of acceptance when asked by the Lions Club of Ottawa to direct a survey of Ottawa's recreation needs. They were:

(1) That as Director, *he* would not survey the recreation needs of Ottawa but rather *he* would *help the citizens of Ottawa* to do this. Thus the specialist, the technician, and the researcher becomes a partner in planning with the layman.

(2) That the concern of the survey be with "results" rather than "findings". This being in line with the proposition that action without research is stupid but that research without action is sterile.

Two further conditions were also laid down by the Director:

(3) That, since recreation services, of necessity, are both local and regional, planning for these services, must therefore be both local and regional.

(4) That the survey be considered a pilot project and that the methods and techniques employed be critically studied, *in process*, by recreation specialists in other cities—from organizations, government departments and universities, so that:

(a) The experience gained might be applied in other communities.

(b) those conducting the survey might have the benefit of expert outside advice and hence not be "blurred by the too familiar realities of the local situation".

(c) a manual or handbook might be developed "for the guidance of other Canadian communities in evaluating and planning their recreation".

How nearly 4,000 citizens are being helped to identify recreation needs in Greater Ottawa and Hull, (population 240,000) and to organize themselves as a force in the community to meet these needs, provides a fascinating story—a story which is a challenge to researchers and community organizers alike. Certainly it raises serious questions concerning present accepted methods of social research. How the professionals and experts can plan *with* rather than plan *for* is being demonstrated in the present survey of the recreation needs and resources of the capital district of Ottawa.

The Story

First, the natural social areas of the city were outlined on a map by W. A. Magill, a young sociologist, working in co-operation with the Dominion Bureau of Statistics and the National Capital Planning Service. In order that the boundaries of these natural areas might be verified, citizens were called in. In each area, teams of about ten persons were formed. Following a discussion on the purpose of the survey, the teams were briefed, given data sheets, and asked to survey their neighbourhood. With this information, the master map was revised and refined. Having become thus involved, it was natural that the teams should wish to proceed further. In this way they became the nucleus in the next step of the survey, the Neighbourhood Hearings.

If ever there was proof that a war is not necessary to mobilize

people for community discussion and action, this was it. The teams, meeting with the director, his staff, and the recreation specialists, worked out their campaign. The purpose, of course, was to arouse citizen interest on behalf of recreation and to devise a method whereby everyone might have an opportunity to speak his mind about what he felt was needed or lacking by way of leisure-time activities and also what should be done to meet these needs. It was decided, therefore, to hold a "town-hall meeting" in each natural area, to be organized by the respective teams. The general plans decided upon were:

- (1) The hearings would all be conducted on the same night.
- (2) Centralization and unity would be achieved through use of radio: a 15 minute broadcast beamed to each meeting with introductory remarks by prominent persons.
- (3) Each meeting would show a film on recreation, preferably the same one.
- (4) Stenographers would be used to record information and opinions and to compile a comprehensive report of the meeting.
- (5) Refreshments would be served.
- (6) Finally, between 10.30 p.m. and 11.00 p.m. each meeting would tune in a special radio broadcast reproducing actual discussions recorded earlier at some of the Hearings.

It can be seen that this project soon took on a form of recreation for the teams themselves. The enthusiasm exhibited by team members was astonishing; the amount of time and effort which they put into organizing these meetings was tremendous. Through the courtesy

of the National Film Board a central committee assumed responsibility for the films, city-wide advertising through press and radio, arranging both radio broadcasts, and general co-ordination. However, the detailed organization and arrangements for each Hearing was undertaken by the respective neighbourhood teams.

And the project was undertaken without a budget! Funds were raised through parties, bridge games, donations from Home and School Associations, the local service club, churches, women's institutes, etc. Nor could these funds be raised without adequate interpretation of the need to plan and organize for recreation. It was the team members—the citizens, not the experts, who did this job of interpretation.

Neighbourhood papers wrote editorials and carried stories of local interest. "Throw-aways" were distributed by chain stores. Ministers announced the meetings to their congregations. Yes, and some preached sermons on recreation. Radio interviews were held and letters were written to the press. Housewives cooked and baked, preparing refreshments for the Hearings. Donations from the local baker were arranged. The neighbourhoods buzzed with activity. April 29 arrived. The show was on! . . . and it's still on for this was only the beginning.

In the thirty neighbourhoods, twenty-three hearings were conducted, some areas having merged for purpose of the meetings. Of

these 23, at least 15-20 are planning further meetings to organize and take action around particular local projects. One group wants to clean a vacant lot for play space; another is unearthing an old will bequeathing certain property to the city which the neighbours now wish used as a play area; another is seeking help in organizing a "day-camp" program, while yet another wants a teen-age centre developed.

Action Research

This is action focused research. The reports of the Hearings have been pouring in. This part of the survey is over. Findings are still to be published but their implementation has already begun. Nor is this an accident. That is the way it was planned. It flows logically from the methods employed in the survey and from the conditions set forth by Prof. Hendry when he agreed, only to "help the citizens of Ottawa survey their recreational needs".

It will be recalled that the Director, in undertaking this survey, made further stipulations. He wanted to make sure that other committees similarly concerned, might share in this research project. To this end three field seminars, organized under the auspices of the Recreation Division of the Canadian Welfare Council, are being held to study and observe the methods and techniques employed in the survey. Recreation specialists from the three levels of government, from both public and private agencies, in Ontario and

Quebec, have been attending these seminars, sponsored by Ernest R. McEwen of the Canadian Welfare Council's Recreation Division. The proceedings of the first seminar have recently been published. The second seminar has just been concluded and its proceedings will be available from the Canadian Welfare Council shortly. These seminars have served to keep the survey "on the beam", so to speak, since advice and criticism are freely offered on all its aspects, the Hearings being but one part of the project. For example, the seminar has discussed plans whereby a scientific sampling of citizens, views on recreation, their habits and needs might be conducted. This would be another means of tapping consumer opinion. Again, discussions were held concerning the Agency Self-Evaluation Committee. This committee, comprising the main producers of recreation in the capital district, is studying and reporting on agency services, policies, structure, etc., with a view to critically examining themselves against a set of standards which they will jointly develop. Thus, the findings of the survey will not be unsubstantiated but will be founded in documented fact.

President Sidney Smith of the University of Toronto once said that "the vast spaces of Canada are strewn with the dry bones of reports". He was right. We must join hands with our neighbours in the community and truly become partners in planning.

Lost Jobs—

How Good Is Our Protection?

By A. ANDRAS,

Assistant Research Director, Canadian Congress of Labour, Ottawa

INSECURITY is a feature of modern industrial society. At any rate it is and has been in Canada. To the wage earner, it principally lies in the fear of joblessness. The great depression of the thirties exploded the myth that a man out of a job was by definition lazy and shiftless.

The Unemployment Insurance Act in 1940 was therefore welcomed by the labour unions of Canada even though it came too late to alleviate the suffering of the preceding decade. To labour, the Act had many important and significant features: It recognized involuntary unemployment. It established a free national employment service. It established unemployment insurance as a right. It was tripartite in character; labour thus had a direct voice in its administration.

At the same time, however, labour did not give the Act its blessing holus bolus. There were, and remain, features to which exception was taken. Some were provisions of the Act itself; others had to do with administrative policies and practices.

Too Few Are Covered

A major source of concern to the unions is the limited coverage

under the Act. Although the bulk of Canada's wage and salary earners are insured, a substantial number still lack the protection which the Act sets out to provide.

In March of this year the Canadian labour force included 4,899,000 men and women 14 years of age and over. Among these were 94,000 agricultural paid workers, 3,197,000 non-agricultural paid workers and 199,000 unemployed. There were thus some three and a half million wage and salary earners either at work or looking for jobs. But the number registered with the Unemployment Insurance Commission as actively engaged in insurable employments is only about two and a half million. (There are a good many more with insurance books but these represent only casual, short-term entry into the labour market or at any rate into insurable employments.) There is therefore a considerable number of workers who are not insured.

There are some occupations such as the permanent civil service with sufficient security attached to make unemployment insurance coverage apparently unnecessary. Salary earners getting more than \$3,120 a year are also excluded because — although this is debat-

able—they are also likely to enjoy permanency, and their contributions to the fund would be a tax rather than an insurance premium. But the fact remains that a large group among those excluded from the Act are people whose need for protection no one cares to deny: domestic servants, agricultural labourers, those engaged in forestry, logging and lumbering (other than in British Columbia) and certain others. In part at least, their exclusion is due to admittedly difficult administrative problems.

Why Exempt Hospitals?

There is an additional group of employees whose exclusion from the Act labour cannot accept nor condone. These are employees of non-profit-making hospitals and charitable institutions. Such employees perform duties no different from those carried on in private institutions of various kinds—washing and scrubbing, laundering, maintenance, office work, etc.—and they suffer the same risks of discharge. Yet they are unable to accumulate insurance benefit contributions. There does not appear to be any valid reason for this other than that the directors of these agencies wish to take advantage of the nature of their organizations by doubly exploiting their employees — withholding benefit rights in addition to paying notoriously poor wages. It is difficult to imagine that any public hospital in Canada, for example, would be permitted to go out of

business because of the additional charge of insurance contributions.

Organized labour holds the view that the Act must aim at all-inclusiveness (allowing for obvious exceptions such as \$50,000-a-year executives). In other words, the Act must fulfil the purpose of being “social” legislation in addition to an insurance scheme hedged about with all the protective devices that actuaries can conjure up. Thus bad risks must be included as well as good, and administrative obstacles to group inclusions must be overcome as speedily as possible. It is noteworthy that claimants may be referred to jobs in excepted employments and may suffer disqualification from benefit if they refuse. This is surely piling injury on injury.

Rates Are Too Low

Technically, a fully qualified unemployed worker may receive up to 50.5 weeks of unemployment insurance benefit without establishing a new benefit year. But it is doubtful whether it would be possible for him to survive for that length of time on the current rates. Benefit rates have proven to be fairly rigid and have not kept pace with the very substantial increase in living costs and the upward trend in wages since the Act came into being. Last October the Act was amended and benefit rates for workers with dependents were increased somewhat, but not for single workers. The weekly rates are as follows:

Class	Income Range	Benefit Rates	
		Single	With Dependent
0	Less than 50c. a day	—	—
1	\$5.40 to \$7.49 a week	\$4.20	\$4.80
2	7.50 to 9.59 " "	5.10	6.30
3	9.60 to 11.99 " "	6.00	7.50
4	12.00 to 14.99 " "	7.20	9.00
5	15.00 to 19.99 " "	8.10	10.20
6	20.00 to 25.99 " "	10.20	12.90
7	26.00 to 33.99 " "	12.30	15.60
8	34.00 or more " "	14.40	18.30

It is just as well to ignore the rates in classes 1 to 4. The number of workers in these classes is almost negligible, comprising only 3.7 per cent of all contributing employees according to the seventh annual report of the Commission. According to the same report, 87.8 per cent were in classes 6 and 7 (class 8 had not been created then). At the present time an employee in class 6 can expect from 49.6 to 64.5 per cent of his weekly earnings in benefit; in class 7, from 45.9 to 60 per cent; and in class 8, 53.8 per cent downwards.

Both the actual amounts and proportions of previous income indicate that at best the benefits payable must be considered as relief against short-term unemployment. Obviously a worker earning, say \$45 a week, cannot for very long continue to pay for rent and other needs on \$18.30 a week, even assuming that his wife is getting family allowances. Yet prolonged unemployment is not beyond the realm of possibility; recently in Vancouver there were many unemployed who had exhausted their benefit rights.

On the other hand, the Act militates against the short-term unemployed by requiring a nine-day waiting period before benefit payments begin and deducting non-compensable days for lay-offs of less than a week. Organized labour has therefore asked not only for increased benefit rates, but for at least a reduction in the waiting period and the elimination of non-compensable days. The Act does not provide benefit for the first day of unemployment in any claim week unless unemployment extends throughout that week, or the first day follows immediately upon a period of unemployment of not less than a week. Hence the term "non-compensable days".

This is a National Problem

What of the time when insurance rights are used up? Labour does not believe that the bitter bread of charity or public relief is the answer. The experience of the last depression is still too fresh in many minds. The disgraceful federal-to-provincial-to municipal buck-passing should not be repeated.

Unemployment is a national problem. It requires competent federal action. Labour therefore believes that a national unemployment assistance fund should be established as a social security measure, available as a right to unemployed no longer insured and, presumably, to other unemployed as well.

This would serve several purposes. It would preserve the unemployment insurance fund for those who have contributed to it. It would place large-scale unemploy-

ment where it properly belongs—in the federal realm. It would buttress already existing social security measures, all too few unfortunately. It would provide smooth transition from one form of assistance to another without a break occupied in frantic search from agency to agency. It would preserve both self-respect and purchasing power.

These are some of the points on which organized labour has put

itself on record. Basically, they represent concern about the maintenance of living standards and the extension of social security beyond its present rather narrow confines. Ideally, the Unemployment Insurance Act should serve to deal with such fractional unemployment as is bound to occur even in a full employment economy. It is fairly likely, however, that the Act will have to bear the burden of a greater strain than that.

UNITED NATIONS DAY

Q. What is celebrated on October 24th?

A. United Nations Day, the anniversary of the coming into force of the charter of the United Nations in 1945.

Q. What and where is the United Nations?

A. It is an international organization composed of sovereign states. The UN is *not* a "world government"; it is a place where world statesmen meet to discuss common problems and attempt to find solutions for them. The UN is located in New York.

Q. What are its aims?

A. The purposes of the UN are: (1) to maintain international peace and security; (2) to develop friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples; (3) to achieve world-wide co-operation in solving international problems of an economic, social, cultural or humanitarian character, and also to promote respect for basic human rights and freedoms for all people; and (4) to serve as a centre for harmonizing national actions in order to achieve these common ends.

Q. How much of the world comes within the scope of the UN?

A. Approximately 92% of the inhabited area of the world.

Q. How is the UN financed?

A. By contributions from its Member Governments. How much each Member pays is decided by the General Assembly. In November 1948 the Assembly established the principle that in normal times no one Member State should contribute more than one-third of the total expenses of UN for any one year.

Q. How much does the United Nations cost?

A. \$43,487,128 was appropriated by the Assembly for the financial year 1949. Contributions of Member Nations were determined as follows: United States 39.89%; United Kingdom 11.37%; U.S.S.R. 6.34%; China 6.00%; France 6.00%; India 3.25%; Canada 3.20%; 51 other countries 23.95%.

It has been estimated that the UN costs approximately two cents a year for each of the 1,700 million inhabitants of its Member Nations.

—United Nations Reports to the People,

Department of Public Information, United Nations.

Seventh International Congress On Rheumatic Diseases

By DONALD C. GRAHAM, M.D., F.R.C.P.(C)

FROM May 30 to June 3, 1949, some seven hundred scientists representing twenty-seven nations foregathered at New York's Hotel Waldorf Astoria with the basic purpose of furthering the attack and defence against the greatest of all cripplers, the rheumatic diseases.

This Seventh International Congress followed a decade during which there had existed a blackout on the free interchange of scientific and medical information throughout the world. Yet in those ten years, much research and progress had been achieved in many nations. The program of this gathering was designed to promote the exchange of knowledge concerning the advances of the past decade in man's war upon the rheumatic scourge. It was hoped too, that through this Congress, the layman might further his own knowledge so that together, the medical profession and the public might go forward to achieve the ultimate conquest of one of man's oldest known afflictions.

The five-day program was an active one including the presentation of some ninety-seven scientific papers, five round-table discussions, four motion pictures and a review of a wide variety of clinical cases. With characteristic hospitality, the American hosts

extended the facilities of ten of New York's hospitals to make this concentrated program possible.

The topics discussed covered a field too massive to be detailed in this brief report. They ran the gamut from basic scientific research studies to presentations of recently developed methods of treatment.

Of considerable interest and significance were several reports describing social action on a national basis designed to attack the rheumatic disease problem. The economic and social implications of this group of diseases were discussed by Lord Horder who outlined the British Health Ministry's plan to provide nationwide facilities for the management of these sufferers.

In the United States, this problem has been taken by the Arthritis and Rheumatism Foundation, a recently founded combined medical and lay organization designed to foster the financial support of research to further knowledge concerning rheumatic diseases and promote improved treatment, to raise funds in the several states to provide for improved care of patients within those states and to disseminate knowledge to the medical profession and to the public concerning advances in the understanding of

the nature and management of rheumatic diseases. In its latter role, the Arthritis and Rheumatism Foundation of the United States helped in no small way to make it possible for the International Congress on Rheumatic Diseases to bring together physicians from many sections of the world to discuss their mutual problems.

Here in Canada, the rheumatic disease problem is no less urgent or challenging. Rheumatic fever, rheumatoid arthritis, osteo arthritis, rheumatic heart disease and fibrositis are among the scores of different rheumatic diseases which have taken their toll in disability, invalidity and even life. To combat them there has recently been formed an organization which has adopted the name of the Canadian Arthritis and Rheumatism Society.

The Society is nationally organized, and extends its activities on a more localized basis through the agency of its provincial divisions.

The constitution and functions of the Canadian Arthritis and Rheumatism Society closely parallel those of its counterpart, the American Arthritis and Rheumatism Foundation. As yet in its infancy, the Canadian Society has already made admirable organizational strides.

The efficacy of such nationwide social action in combatting the ravages of a disease whose cure, in the strict senses of the word, remains yet to be developed, has become clearly apparent in the field of tuberculosis. It appears no less impractical to attack the rheumatic problem along similar though somewhat modified lines and with equally justifiable optimism.

Meanwhile scientific research into the cause and cure of many of the rheumatic diseases proceeds apace with significant advances toward the goal rapidly following one upon another.

THE world's great religions are united in their insistence upon the necessity for all who believe in them to be men of good will and to show compassionate concern for the distressed and the needy. "Bear ye one another's burdens," Christianity teaches. "Share your food with hungry men, take the homeless to your home, clothe the naked when you see them, never turn from any fellow-creature," says Judaism. "He who is good does not neglect the slightest suffering of any creature" is a word from Hinduism. Buddhism urges its followers to "grow in loving-kindness, to grow in compassion, to grow in gladness over the welfare of others." All these, and many other faiths, would heartily echo the one who said "he who loveth God, loves his brother also." —Boynton Merrill.

MODERN science has, whether we like it or not, turned the world into one single physical unit and has created conditions in which one world government is the only hope for mankind. The alternative before men today is co-operation for mutual benefit or war for mutual destruction.

—Lord Boyd Orr, President, Movement for World Federal Government, former Director-General FAO.

MINISTER OF NATIONAL HEALTH AND
WELFARE

Ottawa, Canada

August 3, 1949.

It is with a great deal of pleasure and with real sincerity that I endorse the annual appeal of Community Chests and Welfare Federations in many centres across Canada.

There are few more worthwhile ways in which the individual citizen can participate in the support of the many social services essential for the well-being of his or her community than by contributing to the annual Red Feather campaign. For this is not a single appeal for a single agency but a united campaign in which the citizen's contribution is actually several contributions in one, thus tangibly supporting many community services.

The consequences of physical and mental illness, broken homes, delinquency and neglect in our communities cannot be isolated. They spread like a forest fire and affect each of us, either directly or indirectly. Red Feather agencies, concerned with child care, family welfare, visiting nurses, our youth and our handicapped, work to eradicate the causes as well as the results of these conditions.

Since every citizen of Canada benefits from the services provided by Red Feather agencies, it is the responsibility of each of us to support to the utmost this united, voluntary appeal.

Paul Martin

Minister of National Health and Welfare.

OFFICE OF THE PRIME MINISTER
Canada

August, 1949.

I warmly commend to all Canadians the campaigns of the Community Welfare Funds.

The voluntary welfare agencies render a service which is beyond the scope of government action, but which meets needs often as urgent and sometimes more urgent than those provided for by the welfare services of federal, provincial and municipal governments.

These voluntary services depend for their existence upon the generosity of our citizens and as Prime Minister I consider it a privilege to be invited to urge my fellow-citizens to give enough for all Red Feather Services through their local community chest or welfare federation.

Louis S. St. Laurent

Prime Minister.

Counselling Workers Over 45

ON December 1, 1947 an interesting experiment was begun in Toronto — the counselling of older applicants for work. The project was under the National Employment Service, the first state employment service to recognize the plight of the older unemployed and to seek to remedy it through counselling. This experiment, launched without any publicity whatever, in fact, thousands of Torontonians still do not know that it exists, has already received international recognition. Social workers, noting this progressive move, have been quick to acclaim it. The origin, development, and results of this counselling service are a fascinating story.

Dr. C. Ward Crampton, the New York geriatrician, in his book *Live Long and Like It* states: "Now that doctors have made it possible for people to live longer, our next task is to make old age tolerable". Foremost among the intolerable things affecting the ageing is uselessness or unemployment. This condition in which many mature persons find themselves, is primarily due to outmoded thinking on the part of employers.

During the war years older workers adjusted well, learned new

By DR. W. G. SCOTT

techniques quickly, and did excellent work. Yet there are still persons who believe that the middle-aged are slow to learn and to adjust. Certain employers, imbued with this false idea, and realizing that their pension plans may be affected, conjure up the most biased "reasons" for failure to hire dependable and worthwhile workers. They talk learnedly of the older persons' loss of speed which reduces output. They fail to mention the greater stability, which results in lowered absenteeism and decreased labour turnover — two major costs of industry.

The resistance, especially of the larger employers, to engage workers over 45 creates a serious problem. The refusal of many employers to consider them results in a growing number of employable unemployed. In mid-winter 1948-49, there were over 70,000 men and women over 45 years seeking work at employment offices in Canada. In Toronto, April 1949, 44 per cent of the total male, and 34 per cent of the total female applicants belonged to this age group. The members of this segment form a "difficult-to-place" nucleus. Even in a time of high employment like the present, job-orders for "over 45's" are few in number.

Dr. Scott is the head of the section dealing with Handicapped Placements in the Unemployment Insurance Commission's Ontario Regional Office in Toronto and is Acting Head of the Counselling Service for Applicants over 45 years of age.

Origin of Idea

Alive to this problem, in 1947, the Ontario Regional Advisory Board of the Department of Labour conducted a survey in five larger industrial cities of the province. One recommendation of the survey report dealt with the need for a special counselling and placement service for older applicants. It reads in part:

"Many will need counselling. Because they have become accustomed to think of work in terms of jobs in definite factories or shops they must be given guidance to think in new terms of work possibilities. They must become willing to experiment along new lines. . . . A parallel exists between youth and age. In youth, vocational guidance is one of the major needs—the youth has no work experience—has no intimate knowledge of the requirements of the many occupations, and of the advantages and disadvantages involved in them. He must relate his training, ability and interests to possible occupational fields and occupational levels. The older person, too, requires vocational guidance. He is reluctant to admit that he can no longer keep pace or fit into the occupation in which he has been successful and happy. Providing guidance for such individuals is just as essential as for youth, but it requires a radically different approach and technique and as much, if not more, expert direction".

Counselling Inaugurated

Accordingly, the Ontario Regional Superintendent, B. G. Sullivan, a man of humanitarian outlook, set up a Counselling Service for applicants over 45 years. In this he had the active support of the Department of Veterans' Af-

fairs. The aims of this new service were: (1) to better understand the individuals concerned. This was the first scientific attempt to do this. (2) to reclassify workers where necessary, into their most promising fields of employment. Counselling only was to be undertaken; referral and placement were to remain with the regular selection units. The staff consisted of three counsellors, with backgrounds of social work and employment knowledge; also a secretary-receptionist.

Training of Staff

The first task of the Counselling Unit was to train its members in the philosophy and techniques necessary for interviewing older persons. Relevant literature was studied. Even more than with youth, courtesy was deemed an essential. This would manifest itself in a real interest on the part of the counsellors in the stories of the applicants. Everything—their academic and employment successes and failures, their health conditions, their personal problems, their leisure-time activities, and their ambitions, were treated with the utmost consideration. The aim was to listen attentively, answer questions regarding job opportunities and requirements, assist the applicants to evaluate themselves and decide what they would prefer and felt capable of doing. In this sense the counselling endeavoured to be non-directive. A one hour minimum was deemed necessary for interviewing each person. Appointments for addi-

tional interviews, as required, were arranged.

Copies of the report of the first year's operations of the Counselling Unit are available at the Ontario Regional Office of the Unemployment Insurance Commission, 12 Shuter Street, Toronto. It will be possible here to give only a few highlights:

Individuals Counsellled

Those counsellled formed a dependable group. The criterion used to test stability was five years continuous employment with one employer. Judged by this yardstick the vast majority were most stable. Many had records of 20, 30 and some 40 and 50 years continuous work experience. One man (82) had been 66 years with one firm! Thirteen per cent were judged unstable or were unfortunate in having had more casual employment than their fellows.

Practically all persons claimed that their major problem was economic. They needed work urgently in order to maintain their homes. Sixty per cent of those counsellled were over 60 years of age. Twelve per cent were on retirement pensions. These were low in amount and needed to be supplemented by wages. Factors that had militated against economic security for many were the two wars and the long depression.

Contrary to popular opinion, the health of four-fifths of those interviewed appeared to be good. Elderly persons should rightly have all the afflictions of age". Our group was remarkably free from

these. They were for the most part "disgustingly healthy". Each applicant gave the name of his physician and where it was deemed necessary, written permission for the counsellor to consult his doctor. The advice of the latter was often most helpful in determining suitable occupations.

Concerning their education and training—43 per cent had the advantage of secondary school education and 10 per cent had attended university; a small number had taken post-graduate studies. At least 6 of the learned professions were represented in the group. Many had taken specialized courses to fit them for their vocations, yet less than 2 per cent had apprenticeship training.

Results

The results of such intensive counselling are far-reaching:

1. Increased Job Opportunities

Older applicants, discouraged by repeated refusals-to-hire gained a new perspective and assurance. To date, July 26, over 2,200 difficult-to-place persons have been counsellled at the request of employment offices, employers and social agencies. Judged by the first year's results, two-thirds of the estimated 1,400 securing jobs have obtained their own employment unaided after counselling.

Again the employment of 1,400 individuals at the modest salary of \$30 per week, means an added buying power to the community and country of approximately two million dollars per year.

A. B. 57—Competent secretary until her marriage 30 years ago. Accustomed to driving a car. Since her husband's death she had tried, for some time to obtain employment as a stenographer. She confessed somewhat hesitatingly to her counsellor that what she *really* wanted was a position as Secretary-Companion-Chauffeur to a woman interested in travel. Her counsellor thought it an excellent idea and mapped out a plan for her. Ten days later A. B. telephoned gleefully "I've got it! We're flying to England on Saturday. The car is going ahead. We're spending the summer touring the continent. I have a permanent job and one I like."

B. C. 69—Strong and healthy man. 38 years with a national firm, excellent business record, five-digit-salary when he retired. Unemployed one year. His counsellor discussed the duties of a "resurrector of failing businesses". "That's it". "I could do it" he exclaimed. Next day he sold his services to a firm requiring attention. His acumen vitalized this concern. One month after his appointment he was made a Director, and three months later, Vice President.

A sample check of 20 per cent of those securing employment after counselling during the first year show 90 per cent still employed at the same jobs.

2. Added Prestige to National Employment Service

The fact that the National Employment Service had the vision to undertake this pioneering work, has been recognized in many parts of Canada and the United States,

also in Great Britain. Inquiries come regularly from various places on this continent.

The New York State Joint Legislative Committee on Problems of the Ageing, the most progressive body in its field, learning of this experiment, conceived the idea of introducing older worker counselling into New York State. The Committee Chairman invited the head of Toronto counselling unit to address a public hearing to precede job counselling.

3. Approval of Social Organizations

Socially minded persons are the most discriminating judges of any innovations. As far as they have been aware of its existence, social workers have whole-heartedly endorsed the counselling of older workers. Toronto and London Community Planning organizations on behalf of the Aged have been especially vocal and insistent on the extension of the idea.

One commendation stands out above all others. It is part of a resolution of the Public Welfare Division of the Canadian Welfare Council meeting in Montreal, June 1949. In dealing with Employment and Older Persons this Canadian group recommended:

"that the National Employment Service be asked to extend, as soon as possible, to all major cities the Old Age Counselling Service now developed in Toronto, examine the possibility of a travelling counsellor and release the report to a larger group".

Citizens in a Democracy

By GENEVIEVE L. PEMBROKE,

Member, Citizen Participation Committee

To those volunteers and lay people who attended the annual meeting of the Canadian Welfare Council, there must have come a feeling of renewed faith in the volunteer movement. Time and again in addresses and in discussion, the importance of the volunteer and the voluntary agency in a democratic state was emphasized. Volunteers must have felt almost a surge of pride in their accomplishments, when in partnership with the professionals, they heard reports of their joint activities.

This page is devoted each month to activities of particular interest to volunteers, and, for that reason, I believe that Canadian volunteers will be interested in the proposed setting up of a jointly sponsored Citizen Participation Committee in the United States. Some time ago, Community Chests and Councils of America, Inc. changed the name of its volunteer division to Advisory Committee on Citizen Participation, a broader and more embracing name. On that Committee sat a representative of the National Social Welfare Assembly which corresponds in effect to our Canadian Welfare Council. Now there is a proposal afoot to set up "a jointly sponsored advisory committee on Citizen Participation to the governing bodies of the sponsoring organizations, Com-

munity Chests and Councils of America, Inc. and the National Social Welfare Assembly, Inc."

The general purpose of the Citizen Participation program, is broader citizen participation in planning, financing and operation of social welfare services, nationally and in local communities.

The purpose of the *Advisory Committee* on Citizen Participation is to provide continuing national leadership and promotion of the cause of volunteer service.

With the dissolution of the Women's Voluntary Services Division of the Department of National War Services at the end of the war, there has been no national clearing-house for volunteer activities in Canada, although the Canadian Welfare Council has made an attempt to put its services at the disposal of volunteer groups who may seek advice, and there is within the Community Chests and Councils Division provision for a Committee on Volunteers. The ever-present need for funds for more pressing services has, however, prevented any allotment being made available for this Committee, and until funds are procured, we shall still have to look to the Citizen Participation Committee of Community Chests and Councils of America, for leadership in this field.

CHILDREN FROM EUROPE

W E LEFT UNRRA headquarters in France in June, 1945,—a spearhead team composed of a director, doctor, mess-officer, supply officer, warehouseman and two chauffeurs with myself as Principal Welfare Officer. In a stream of army trucks, we headed for Heidelberg, UNRRA headquarters in Germany, where we were to be assigned to the Displaced Persons Center which we would be expected to take over from Army Administration.

The countryside itself was lovely, but destruction was everywhere, miles and miles of it. Only Rheims, not occupied by the Germans, and the Rivers Marne and Seine, remained calm and undisturbed. In contrast were the sunken-eyed, ragged adults and children with outstretched, begging hands and rickety bare legs, their chest bones sticking out from thin tattered bits of clothing.

Near Heidelberg were huge signs announcing:

"You are now entering Germany. Fraternization is forbid-

By **ETHEL OSTRY GENKIND**

den with any German. Carry your weapon. Wear your helmet. Go in pairs. Look your best."

Late on the fifth day we arrived at Heidelberg standing unbombed and orderly, in its ancient splendour. Here were particularly robust, expensively clad German children and adults.

We were assigned to a Displaced Persons Center near Salzburg, Austria. There we found 18,000 men, women and children of all ages, and of all nationalities but mostly Soviet citizens. Every day hundreds of victims of the concentration camps streamed in—undernourished, sick, tortured, weary human beings who stayed a few days or weeks and were then repatriated to their countries.

Soon afterward I was sent to organize the welfare services in the DP Centre at Hohenfeld, Germany, where I found about 12,000 displaced persons, mostly Poles. Repatriation from there was slow. The

Mrs. Chaim Genkind, nee Ethel Ostry, brought to her four years in Germany, Austria and Italy an extraordinarily rich experience in both public and private social agencies in Winnipeg, Toronto, and in Montreal where for six years she was Executive Secretary of the Family and Child Welfare Department of the Baron de Hirsch Institute. In Europe she served with UNRRA, IRO and the Canadian Jewish Congress and during the last year was the Congress's representative on the Canadian immigration teams in Germany, Austria and Italy helping to select Jewish unaccompanied children for resettlement in Canada. She is now Executive Secretary of the Jewish Children's Home and Aid Society of Western Canada, at Winnipeg.

exiled Polish Government propagandized against the return of Polish citizens.

Children received special attention, I am glad to say. As early as June, 1945, children from Auschwitz and Buchenwald were moved under UNRRA auspices for care to Switzerland, pending a permanent plan for them. In July, 1945, UNRRA moved some Polish, Hungarian, Yugoslav, Czechoslovakian and Rumanian children to Sweden for special care, but many thousands of other children, and particularly the youth, left UNRRA as soon as their health permitted to search for parents, relatives or friends. They undertook the most dangerous journeys over mountain passes, on foot, hitch-hiking, undergoing unbelievable hardships in the hope of finding someone belonging to them. Many went as far as Poland, Czechoslovakia, Rumania and Hungary often returning to Germany, Austria or Italy after a fruitless search.

UNRRA recognized the necessity for giving special treatment to these "unaccompanied children" in their search for kith and kin. Early in 1946 UNRRA's Child Search and Tracing Bureau was organized in Germany. Teams were sent out to register all "unaccompanied" (parentless) children under 18 at DP centres, in cities and towns, at German institutions and in German homes. The bureau used radio, lists, liaison officers, correspondence and every other means possible to help locate parents or

other relatives of these children. Repatriation was effected of many hundreds of children to as many as 31 different countries, as each of the allied countries claimed their own nationals.

Later, International Children's Centers were established for "unaccompanied" children who were to be repatriated or resettled in a *new* country. In these centers, supervision was given and planning was done for each child on an individual basis. Jewish children were given priority for visas to Palestine and the vast majority of them, especially the younger ones, left Germany, Austria and Italy soon after liberation. Those children who preferred to wait for opportunities to go to a country outside of Europe were limited mainly to the U.S.A. and Canada, the only countries in the North American continent offering them resettlement. The UN Committee for the Care of European Children started to function in Germany soon after liberation and in the three years of its activities resettled about 3,000 unaccompanied children on a non-sectarian basis.

One Canadian project, under the auspices of the Canadian Jewish Congress, started in September, 1947, and provided 1210 visas for Jewish unaccompanied children under 18. There is another project now functioning for the resettlement in Canada of a number of Roman Catholic children, sponsored by the Catholic Immigrant Aid Society. Gradually the numbers have thus been reduced until

now most of these "unaccompanied" children in DP centers or International Children's Centers have been resettled.

But there still remains a very large problem,—of those allied national children who found harbour and were given care in German foster homes, with German foster parents. It is estimated that there are 30,000 of such children throughout Germany and Austria, who were born or originally came from the allied countries. Their identification as Displaced Children has been established. These children were permitted to remain in these German homes, mainly because of the strong attachment and desire on the part of the German family to continue to maintain them. No action has been taken to date for the repatriation or resettlement of those children, this being subject jointly to the American Military authorities and the German authorities concerned.

Can we expect that the children who have come to Canada will settle down in this country?

The child victims of Fascism are the most pathetic of its survivors. As a former concentration camp inmate or as a slave labourer, the child has experienced unimaginable tortures, witnessed the murderous bestialities of the Nazis! For such a child normal parent-child relationship has long since been destroyed. The main objective has been to survive physically.

What type of behaviour can be expected from these children? In spite of the fact that many of them

seem to have made a remarkable recovery both physically and emotionally, there are likely to be breakdowns. Diseases and long periods of starvation, though overcome, have left their imprint. Disaster and emotional shock are not so easily erased. How can a child forget that his parents chose death that he might live or that he was forced to pull the trigger that killed his brothers and sisters? What are the essential factors for the speediest recovery and readjustment of these children?

1. **ENVIRONMENT** which will help them regain physical health and emotional stability. They must have wholesome personal relationships.
2. **OPPORTUNITY** to make up for lost time in educational and vocational training so they may become creative, useful human beings.
3. **A WHOLESOME PHILOSOPHY OF LIFE** with hope for the future. This is the most important of all.

Integration of these young people into Canadian life is a slow process in which the whole community must play a part. Only as these young immigrants feel that there is a real place for them in the homes and activities of the centres in which they live, can they begin to have a sense of belonging to Canada. Feelings of prejudice or isolation must give way to a sense of equality and co-operation in individuals and in groups.

Much has been said about the need for education and training of these new Canadians, yet it cannot and should not be made available only for newcomers. Our best

guarantee that essential needs will be available for these children surely lies in the existence of all of these resources for every child whether he was born in Rumania, Poland or Canada. The children from Europe, like the children in

Canada, need a sense of belonging, of being wanted and an opportunity to make a contribution to the development of the nation. Teamwork among all groups in the community can do much to achieve this objective.

CRIME PREVENTION ON A WORLD SCALE

ON August 13, 1948, The Economic and Social Council requested its Secretary General to convene in 1949 a group of "internationally recognized experts not to exceed seven in number", selected in such a way that the group "maintains an international character", to serve as an advisory body to the Social Commission on the following subjects.

- (a) The study on an international basis of the problem of prevention of crime and the treatment of offenders.
- (b) International action in this field.

This meeting of experts took place at Lake Success during the first week of August 1949, with representation from the United States, the United Kingdom, France, India and Cuba. The following United Nations program of research and study in the field of the prevention of crime and the treatment of offenders was recommended by the International Group of Experts.

1. They approved the following list of subjects on which research is now in progress: juvenile delinquency; medical, psychiatric and social examination of offenders; probation and related measures; criminal statistics.
2. They suggested that the problem of the detention of adults prior to sentence, open penal and correctional institutions, parole and after-care, and the selection and training of personnel for penal and correctional institutions, were all subjects the study of which should receive top priority.
3. They felt that such questions as police programs directed to crime prevention, forfeitures and loss of civil rights, the use of short term imprisonment (and the instalment payment of fines), indeterminate sentences, habitual offenders, constructive methods of institutional treatment designed for the resocialization of the offender, the role of prison labour, government assistance to prisoners' dependents, capital and corporal punishment, and the collection of information on the use being made of the behaviour sciences in the prevention of crime and the treatment of offenders, should be studied as soon as feasible.

All these problems are of great interest and importance to Canada and this international activity is a challenge to us to find our own answers. K.M.J.

WANTED: FEB. 15, 1928 WELFARE

ONE of our Canadian Schools of Social Work urgently needs the February 15, 1928 issue of *CHILD WELFARE NEWS*, as *WELFARE* was called in those days. This is No. 1 of Vol. IV for 1928. It will be greatly appreciated if anyone who is willing to part with his or her copy will send it to the Managing Editor, *CANADIAN WELFARE*, 245 Cooper Street, Ottawa. This number is needed to complete a set which will be bound for permanent reference in the library of the School.

Family Life Education In San Diego

"E DUCATION for Family Living". An arresting phrase to anyone trying to evaluate the various ways of strengthening the family! Just how does a family casework agency carry out such a program?

Family life education as practised by the Family Service Association of San Diego is best understood as part of the total community program and in its relationship to the casework services of the agency, and it was interesting for a Canadian to observe the program and participate in agency activities.

Casework Program

Recently re-organized, the agency is virtually new, unhindered by tradition, imbued with the freshness and flexibility of young life. With public assistance well-established in San Diego, the agency can reduce relief giving almost to a minimum. Ideal climate and relative prosperity, even in poor times, have kept the community freer of environmental problems than most centres of comparable size. Thus, the agency has certain initial advantages in pursuing its objectives of meeting the intrinsic needs of individuals and families, as manifest in personality difficulties, problems in

By WILFRID CALNAN

marriage and marital distress, and unsatisfactory parent-child relationships. A small staff, carefully selected for skill in applying the principles of dynamic psychology to human relationships, with a balanced distribution of male and female caseworkers lends flexibility to the program. Positive executive leadership, expert supervision, frequent staff discussion, and consultation with a psychoanalyst shape it into a flexible whole.

In this setting the caseworker rarely has the material props on which the worker in the environmental setting may rely. There is real importance in the caseworker's skill in using himself to communicate warmth, to catch the client's feelings, and to understand the problems presented; of his consciously using intellect and emotions as intimate partners in diagnosis and treatment.

Caseworkers and Family Life Education

The same sensitivity and discernment which are aimed at in casework practice mark the family life education program. The educational director in all his activities appeared as a worker constantly using a sound knowledge of generic casework principles to understand

Mr. Calnan is a graduate of the Department of Social Work of the University of British Columbia. After some experience in B.C. agencies, he served in the Royal Canadian Navy. Since discharge he has been completing post-graduate studies which included a period with the San Diego agency, and is now with the Family Service Society of Houston, Texas.

people. This bears out the conclusion that family life education comprises an adaptation of basic casework principles to the group-setting. This conclusion was strengthened in a series of staff meetings given to study of the program and means of carrying it on, following the announced decision to the educational director to leave the agency. The workers, although sometimes puzzled about the actual conduct of a meeting, were familiar with the basic process as they constantly used it in their casework. They pondered how they might each take a share of the program and integrate it with their case loads. The reorganization was to result in everyone sharing the responsibility of the program. There seemed nothing incongruous about caseworkers growing as family life educators.

Family Life Education Program

The agency offers leadership to groups already formed in the community. Sources of groups are church organizations, youth and school settings, adult education groups and parent teachers associations. Usually numbering from six to a dozen members, segregated or of both sexes according to the character of the parent organization, they range from teen-agers to parents of established families.

The program is largely arranged by the group itself. With the help of the leader the first session is devoted to planning subjects and sequences of discussion. The immediate interest of the particular group usually determines the starting point. Teen-agers, for instance

baffled about themselves, may begin by postulating the first date and go on to discuss boy-girl relationships against the background of the cultural pattern. A group of parents, on the other hand, loathe to discuss themselves, can usually talk about the problems they encounter with respect to rearing their offspring. Feeding problems, toilet difficulties, sexual behaviour, money-handling and adolescence are popular topics. To date there has been a reluctance of engaged couples to organize discussion of marriage. This does not seem illogical as to the normal young man or woman such contemplation might signify indecision, undue fear and anxiety—undesirable emotions to bring to marriage.

The subject matter, despite its importance, is secondary to the actual process of discussion. The success of a group depends on the balanced participation of its members. The inter-action of group members stimulates the individual and enriches all participants. More important than anything else seems to be the actual experience of group participation, through which the individual is able to reveal his problems and share his family experience. The strength of the relationship within the group seems to enable the members better to understand themselves and the family relationships which form the basis for discussion. The group leader's sensitive direction of this process is like a catalyst. While the group is largely self-propelled, the "non-directive" leadership of the worker helps the group get started

and, once started, guides the process. The secure group recognizes the leader as a member of the group, unafraid of the authority he represents, but fully respecting it. The leader must reciprocate with a nice balance between the positive help he offers and a respect for the competence of the group and every member. While often called upon for information deriving from his professional background, he seldom talks in professional jargon but presents it to the group in their language and mood, tentatively for their consideration.

The informal setting such as a circle of comfortable chairs is the most conducive to easy discussion; like most desiderata it seldom is realized.

In contrast to the counselling service, the program operates on the premise that the groups are composed of "normal" people who wish to build strong families. Occasionally, emotionally disturbed individuals who do get into groups may express hostility to the group or the leader. Often the group can handle the situation; sometimes the leader has to deal with it. These episodes seem no worse than comparable incidents in the casework setting. The group having disturbed members functions less smoothly than the others, with the worker taking more direct leadership. In one group in which two members were also casework clients it was noticeable that the leader acted as teacher more than counsellor.

Sometimes disturbed members, recognizing their difficulty, seek

casework help. At times the group leader helps with the referral. Not always is referral immediate. One disturbed young mother apparently had to wait eighteen months after her participation in a group before she felt ready to use casework help.

The observation that disturbed people sometimes try to work out their difficulties in a group doubtless has influenced the agency in considering possibility of instituting group therapy.

Public Relations

San Diego is uncommonly receptive to family life education. The school system pioneered in placing sex education on the curriculum and is now converting home economics classes to home-making courses for both boys and girls. A strong element in the community, mostly educators, has long favoured special efforts to educate for marriage and family living. This segment early sponsored the Association for Family Living, and it was through community demand that this program was retained and coupled with the family agency services.

These deep roots facilitate publicity. Significant by-product of such publicity is the attention drawn to the total agency program. This has resulted in a broad community representation in the clientele and a premium being set on standards of casework as a marketable service.

Sound family life education, then, appears to be based on the generic principles of casework, adapted for group use to help strengthen

normal families. It seems logical to expect that the caseworker of the future will have not only the responsibility of treating emotionally disturbed individuals, but, by the very nature of his knowledge, will have additional responsibility to the community for group counselling and family life education. It seems altogether likely that increasingly family agencies will integrate family life education with total agency programs, using the same lines of organization as for casework, through executive, supervisor and practitioner. The 1948 Biennial Meeting of Family Service Association of America afforded ample evidence that the San Diego family agency is one of many throughout the United States experimenting with family life education.

And Canada?

How such programs will develop in Canada is difficult to prophesy, but it is to be hoped that those agencies dedicated to the preservation of basic human values through service to the families of the nation, as they continue to grow in knowledge will pass on the responsibility for treating major environmental distress to the public agencies (and that all governments will at last accept their responsibilities). Relieved of this they can then work to build up psycho-analytically oriented staffs and programs encompassing service to the disturbed and normal alike, in the forms of pre-marital and marital and family counselling, individual treatment of personality difficulties, group counselling and education for family living.

SIGNIFICANT GIFTS

A philanthropic foundation established eight years ago by Paul W. Mellon, son of the late Andrew W. Mellon, Pittsburgh banker and one time secretary of the treasury, has given Yale University and Vassar College \$2,000,000 each for programs dealing with the mental and emotional problems of college-age men and women.

These are indeed significant gifts. They will enable Yale and Vassar to expand and to institute, respectively, facilities for the psychiatric guidance of their students, and will provide valuable data on the detection, diagnosis and treatment of mental and emotional afflictions (the most widely prevalent of all major maladies) in young adults.

The money given to Yale will be used for an expansion of its program of psychiatric guidance of students and, it is hoped by Dr. Clements C. Fry, head of the division of psychiatry and mental hygiene in the university health department, enable the institution at New Haven to make psychiatry a part of the college curriculum so that some knowledge of this science may be obtained by future physicians, lawyers, clergymen and educators.

The \$2,000,000 given to Vassar by the Old Dominion Foundation of Washington will enable the women's college at Poughkeepsie, N.Y., to undertake a program of "academic and personal counseling" for its students.

—*Cleveland Plain-Dealer*, June 14, 1949.

FOUNDATIONS OF ECONOMIC SECURITY . . . (Continued from page 10)

grounds, as well as in crafts, arts and music, as a result of work relief programs. Moreover all America is richer in human values retained and enhanced in those who worked rather than rotted on relief.

Supplementary Assistance

Even if plans were laid for the provision of the first three buffer stops, there would still be need for supplementary measures to provide economic security for those who fail to achieve adequate individual security through work, unemployment insurance rights or work relief. The more effective the planning and provision in these areas, the less need there should be for the fourth provision, but it will always be present. When, as in Canada today, there appear to be only the sketchiest plans for public works, a social insurance plan which protects only half the working force against unemployment and many of those quite inadequately, and when no work relief programs are yet seriously contemplated, then the need for supplementary measures is imperative and urgent. Needs arising from sickness, old age and retirement, disability or premature death of the breadwinner are always present for many thousands of Canadians. These needs can be met, and are being met in substantial measure today in Great Britain and New Zealand, by contributory or insurance schemes. If they are not met by this more modern method in Canada then they must be met by supplementary methods of assistance from public funds. The Round Table in discussing supplementary plans, therefore, had to bear in mind that proposals for assistance are largely controlled by the nature of the main provisions.

It was interesting to note that in

Great Britain, with a comprehensive insurance scheme covering the whole population against all the major causes of want, there is still a need for a substantial National Assistance program. On July 5, 1948, the National Assistance Board took over 250,000 persons who had previously been in receipt of local public assistance. By July 27, 50,000 new claimants were receiving benefits; they had been in great need but had refused to apply for "parish poor relief". By January 25, 1949, the National Assistance Board had 1,031,000 clients on its books, perhaps three-quarters of them being cases where the insurance benefits needed some kind of supplementation.

It is also important to notice that Britain also has provision for the extension of Unemployment Insurance benefits without a means-test beyond their period of entitlement on an insurance basis to workers in some circumstances where it is considered to be in their own and the national interest.

In considering the most appropriate form of supplementation to existing provisions in Canada to meet insecurity arising from unemployment, it seemed at first as if there might be three alternatives. The first would be to strengthen and develop the general assistance programs now in existence in the provinces and municipalities by means of federal grants-in-aid. The second would be to provide extended unemployment insurance benefits on the same kind of terms as the present British provision. The third would be to set up a federally operated system of unemployment assistance for employable persons as suggested in the Dominion Proposals of 1945. The merits and demerits of each of these methods have been warmly argued in

the past and will no doubt continue to be warmly argued in the future. Action in this field is coloured and confused by the constitutional questions raised of federal and provincial responsibilities and by the kaleidoscopic nature of public assistance administration across Canada. One impression which seemed to emerge from the Round Table is that these three approaches are not necessarily alternatives at all. They each have different objectives and could be dovetailed into a series of mutually supporting developments designed to give better protection to the unemployed workers who are not protected by other devices for economic security. Extended insurance could, obviously, only be used to help those who are covered by the Unemployment Insurance Act and could make use of existing administrative machinery. Unemployment Assistance could be used for the mass of workers whose need arises solely from involuntary unemployment. It would have advantages in that it would be on a nation-wide basis and could operate on a fairly simple administrative system without elaborate investigatory procedures, and with responsibility squarely placed on the senior government, which in any case would have to carry the major financial burden just as it did in the Depression years. Improved general assistance programs in the provinces could be developed with federal grants-in-aid to take care of those whose circumstances of need required more detailed investigations and a considerable element of service as well as relief in cash.

None of the alternatives, nor any combination of them will be easy of operation. Human need is a complicated pattern as varied as human life itself. There are administrative difficulties of great magnitude to be solved

in any schemes of this kind. There are apparently insoluble problems, such as the distinction between 'employable' and 'unemployable' persons, which have to be solved for administrative purposes. There are fiscal problems and constitutional difficulties in relating political and administrative responsibilities to financial capacity. Much will depend on the political and social climate of the time when the emergency arises. For these reasons much more hard thinking and solid planning is needed at once. As things stand today Canada is not ready to meet the human needs arising from an employment emergency and thousands of Canadian men and women will suffer if one should arise in the near future. Planning and research staffs should be at work at all levels of government to undertake this sorely needed analysis of facts and preparation of practicable plans. The discussions at the Round Table also suggested the need for recruiting and training today of staffs capable of handling the social and administrative problems that will arise whatever the nature of the supplemental plans which may be finally decided. It also seems clear that the more that can be done to realign the machinery of administration in accordance with the needs of the times, the better able it will be to take the strains of emergency.

The Employment Service

It might have been more logical to have discussed the function of the Employment Service in maintaining economic security either as the first step in maintaining work, the first and best protection against unemployment, or else as a function of the Unemployment Insurance Commission where, in Canada, the service is located in the administration. It was, nevertheless, with some relief and with a real sense

of the importance of a good employment service that the Round Table turned its attention from the contemplation of possible unemployment and the successive stages of protective action to the more positive steps of helping workers to get and to keep jobs. This is not the place for an analysis of the functions and operations of the National Employment Service, although the Round Table began its discussion with a careful statement on these matters. The significance of this session lay in the lively discussion it provoked and some of the unsolved questions that were posed. There is some tendency to think of labour as a commodity which is bought and sold through the employment offices. It is questionable whether this is a sound approach, although it may be a useful analogy for administrative purposes. The real task is the assessment of an ever changing variety of employment situations on the one hand and an equally complex evaluation of human capacities on the other hand.

The need of the Canadian industrial machine for mobility in its labour force again came into prominence and was in strong contrast with the unwillingness of many individuals to move about. Here the forces of tradition, of social investment in homes, schools, recreation and family life, are in conflict with the economic needs of modern industry. This raised serious questions of public policy. There might be more planned action by Government in this situation. In Great Britain, for example, there is the policy of encouraging industry to move to Development Areas, that is, to areas where there are workers, rather than expecting workers to move at their own cost to new industrial locations. The expenditures made by the community in schools, roads, houses, water supply and other forms of "social

capital" is a heavy investment which cannot lightly be abandoned or repeated on a new site. On the other hand, where movement is necessary and justifiable, it may be necessary to offset the consequent social problems by devices such as transportation grants for workers and their household goods, assistance with housing and schools.

The markedly seasonal character of Canadian industry sets special problems for the Employment Service and has its reflection in the instability, and thus the economic insecurity of individual workers. The adoption of the guaranteed annual wage as a device to offset seasonal employment was canvassed. The need for expansion of special counselling and employment techniques for the younger worker, the older worker, and the disabled worker was also the subject of some comment.

The discussion on these points revealed the need for more information. Careful analysis of technological changes might indicate long term trends for which preparation could be made in education and vocational training schemes. Studies of the age composition of the labour force in various industries might reveal hidden opportunities and disguised areas of oversupply.

The needs of youth came in for particular attention. Better and more regular co-operation between education services and employment services is desirable. The direction of young employees to developing industries, the prevention of intermittent and "blind-alley" employment of young workers, the training and re-training of young workers under the Vocational Training Acts, the importance of developing skills and steady work habits during the early years of employment were all stressed in the light of the very high proportion of workers under 25 years

of age reported in the unemployment figures for 1948. The needs of the aged, and the social dangers of encouraging earlier retirement practices in industry were again raised but inadequate information on current practices in industry and on the attitudes of Trade Unions resulted in the subject being left unexplored.

Another feature of the discussion was the emphasis placed by some speakers on the need for closer integration of federal policies in its financial and export policies with the employment service. It was pointed out that, too often, the Employment Service, and with it the welfare services of all levels of government, has to deal with the human problems created by a shift in financial or foreign trade policies, without prior consultation or adequate warning. It is becoming clear that government policy must always be considered as much in terms of its human consequences as it has hitherto been considered in terms of its monetary or fiscal consequences. The lack of formal machinery for consultation of this kind was noted and deplored.

Retirement from Industry

The final subject of discussion was retirement. Up to this point the Round Table had been concerned with the older person as a worker or a potential worker. At the point at which he ceases to be a worker, the welfare task of meeting human needs in retirement become predominant. These human needs and their satisfaction were shown to be a major problem of economic security. There is no common agreement on the ways in which this problem is to be met. Great Britain now has a contributory retirement benefit on a basis of minimum need, underpinned by a National Assistance plan with a modified Needs Test. The United States has a con-

tributory system of Old Age and Survivors Insurance, which has failed to keep pace with the rising cost of living and which is now, under intensive political pressure, outstripped in scale and importance by the rapidly rising benefit scales of the 'subsidiary' Old Age Assistance program. Canada has her Old Age Pension, an assistance program, and is still undecided on future action. The Green Book was castigated as "peculiar" in its proposals to impose all the administrative, social and personal discomforts of a Means Test Assistance program at 65 years of age and then grant an unrestricted "birthday pension" at 70.

In Canada, to some degree, and in the United States the picture is further complicated by the rapid growth of private pension schemes operated by employers, and often related to union contract arrangements. There were three or four hundred of these plans in the U.S.A. in 1935, while in 1948 there were 10,000 of them. One effect of high taxation has been to stimulate employers to put pension plans into effect, and the average contribution can be something of the order of 8 per cent of payroll. These plans may have ill effects on economic security in tying workers to particular firms or industries thereby adding one more deterrent to mobility, and in compelling early retirement. Further complications arise in both countries from the special treatment accorded to service veterans.

Some time was given to discussion of ages of retirement. The rising age structure of the population suggests retention of older workers in production as desirable on economic grounds. The cost of lowering the pensionable age was shown to be progressively heavy. For example for the U.S.A. it was estimated that to drop the pensionable age to 60 would make for a

50 per cent or greater increase in costs.

The importance of correlating programs in the field of old age was apparent. Contributory pensions must always be supported by adequate assistance programs. Economic aid programs need appropriate service programs, for medical care, rehabilitation, housing, and social readjustment. The interrelations of statutory provisions with private agency provisions was illustrated from the operations of the National Assistance Act in Great Britain, with the work of the National Old People's Welfare Committee and its local counterparts creating a machinery of partnership between public and private agencies. The functions of local authorities in that country are confined to the development of adequate housing facilities for the aged and the creation of visiting, nursing and homemaker services. Special provisions for the sick aged in geriatric wards of general hospitals, supervised rest homes and rehabilitation centres were indicated as important experiments in the proper relation of economic security programs to health and hospital provision.

New Perspective in Security

This Round Table gave a new perspective to economic security plans. Social security was seen to be not a cure-all for the maintenance of a dynamic economy, but an essential protection of individual rights in human society now more complex in its organization than ever before. The maintenance of employment is the concern of government, labour, industry and the community on social grounds as well as for economic and financial reasons. Public opinion needs a steady flow of information to maintain and develop a mature climate of opinion. Adequate preparations need to be made for Public Works projects. The flow of entrants into and leavers

from employment needs analysis, regulation and understanding in order to protect the young from poor work histories and undeveloped skills and the old from premature retirement. Unemployment Insurance can function only as a short term buffer against unemployment and should be conducted to achieve that purpose and not financial rectitude over a long period. The location and flow of industry has a direct relation to the social capital invested in housing, schools and public services. The buffer stops against economic insecurity should be part of an interlinked and coherent pattern of protection. Planning is essential in good times, if only because planning in times of emergency is usually improvisation, which is expensive and inefficient. The pattern of protection afforded by social security is a bulwark of protection for the private enterprise operation of industry because it provides the essential links between the machinery of large scale modern industry and the human needs of the individuals whose labour is necessary for its operation. It secures the individual a basic minimum of economic security and releases energy for the tasks of production in a free society which must otherwise be devoted to the vain search for individual protection.

The Round Table, once again, justified its existence, by promoting discussion within the traditional freedom of a university setting among some of Canada's leading administrators, economists, and social thinkers. A wider representation of industrialists, and of some other professional groups, such as the actuaries, would have made its discussions even better balanced. That is an objective for the future, but as this account will show, it was a fruitful and stimulating occasion for all who took part in its deliberations.

ACROSS CANADA



Help for New Canadians

The Ukrainian Catholic Council of Canada is offering a wide range of services to Ukrainian immigrants regardless of their religious affiliation. There are Refugee Reception Committees in all larger centres which look after the immediate welfare of the immigrants, give him advice and direction, and assist him in resettlement. Smaller committees of this kind exist in all Ukrainian Catholic parishes. English language instruction classes, which also teach Canadian ways and customs, have been established wherever there were a sufficient number for classes. A self instruction text has been made available for those who cannot attend classes, and a number of helpful publications in both Ukrainian and English are distributed. Observance of Canadian Citizenship Days is encouraged, and the Council has published a special program for such occasions.

Aid for Mothers

Passed at the 1949 Provincial Legislature session, Prince Edward Island's first Mothers' Allowance Act went into effect on July 1. The Act provides for allowances on a sliding scale up to \$50 a month to mothers or foster mothers without adequate means of maintaining a child. This means that Newfoundland is now the only province in Canada without specific mothers' allowance legislation.

Annual Incomes

The Dominion Bureau of Statistics has recently released figures on the incomes of heads of the 550,000 families living in the Prairie Provinces in 1946. Average earnings of heads of families

in rural areas was \$1,405, in urban centres \$1,747. The mother tongue of the head of the family was reported to be English in 62 per cent of the families, Ukrainian in 10 per cent, German in 8 per cent, French in 4 per cent, Scandinavian in 4 per cent, Polish in 3 per cent, and Netherlands in 2 per cent. Those whose mother tongue was English showed the highest average annual income whether they lived in the city or the country. Among the city dwellers the next three places were held by the Scandinavian, French and Polish groups. Among the country dwellers, second, third and fourth place were taken by the Polish, Scandinavian and Ukrainian groups.

Consultant Dietary Service

Food is something that people in institutions have plenty of time to think about, and it recurs three times a day. Those who are responsible for hospitals, homes, training schools for the defectives, correctional institutions, and other places where sizable groups of people are being catered for, will be interested in a service offered by the Nutrition Division of the Department of National Health and Welfare. For the past two years this Division has offered the services of an Institutional Dietary Consultant to small hospitals and other institutions asking for help on such topics as kitchen planning, equipment, food service, menus and recipes. Institutions in three provinces have already benefitted from this assistance.

Newfoundland's First Health Grant

The first payment to Newfoundland under the federal government's national health program

has just been made to meet the expense of a complete survey of the province's present health services and future needs. Newfoundland is entitled to \$19,779 for health survey purposes, with progress payments being made as the survey goes forward. The survey will study the best method of providing medical care, the best ways of increasing the present number of hospital beds, improved methods of tuberculosis control, the need for preventive services, health education and a number of other questions. Under the federal health plan, Newfoundland is entitled in the current fiscal year to \$15,944 for work among crippled children; \$334,629 for hospital construction; \$15,944 for professional training; \$122,171 for mental health services; \$15,944 for venereal disease control; \$176,614 for tuberculosis control; and \$132,400 for the extension of general public health services.

School for Disabled Civilians

A school for disabled civilians from all parts of Saskatchewan has been organized under the auspices of the Saskatchewan Department of Social Welfare. Its aim is to provide an education for people who, through some disability, have not had the opportunity to complete their education. Initial enrolment will be ten, but plans are being made eventually to teach twenty pupils.

Adult Education Saskatchewan

The Qu'Appelle Valley educational and recreational centre was opened recently, during the sessions of the third annual Farmer-Labor-Teacher Institute, which is sponsored by the Saskatchewan Teachers' Federation, Saskatchewan Federation of Labor, Trades and Labour Congress, United Farmers of Canada, Saskatchewan Federation of Agriculture, Co-operative Union of Saskatchewan, and the Adult Education Division. The

centre has been established by the government for the use of the general public. They hope it will be used for educational conferences and recreation. Equipment includes a modern self-help kitchen and dining room, club-rooms, conference rooms, and a guest house to accommodate eighty people. Resort activities as well as winter sports will be available.

Progress in V.D. Control

Considerable progress has been made in Canada during the past few years in combatting the venereal disease menace, and the outlook permits of some cautious optimism. In 1946 the total number of reported cases was some 41,000. In 1947 this had dropped by 8,000 cases. In 1948 the number of reported cases was down to around 27,000. The first quarter of 1949 shows a decrease over the same period of a year ago. However, pressure against these diseases must be maintained, and a reversal of the downward trend which was noted in the last quarter of 1948 is evidence that complacency is dangerous.

Association of Children's Aid Societies

The Ontario Association reports an extremely successful annual conference, which took place in Toronto in June. The entire program was centred on the needs of the child in an effort to improve services to children. Included in the Conference was an Institute for Superintendents at which new legislation and other important questions were discussed. The Association, in co-operation with the Toronto School of Social Work and the Provincial Child Welfare Division, has also provided its non-graduate staff members with a short course covering such subjects as Introduction to Case Work, Personality Development and Child Welfare Legislation.

**National
Committee
for Mental
Hygiene**

The National Committee for Mental Hygiene (Canada) has endorsed a Hollywood motion picture *Home of the Brave* as a powerful human relations document value of which is increased by its good entertainment standards. It is the story of five men on a dangerous mission in the war in the Pacific. One of them, a Negro, a strong but sensitive character, becomes a psychiatric casualty resulting from deep feelings of guilt over leaving one of the team to the mercy of the Japanese, to save vital maps. Dr. J. D. M. Griffin, medical director of the National Committee,

comments "This film very simply but convincingly exposes racial prejudice for what it is,—a cover-up for the personal inadequacies of people who display prejudice."

**Windsor gets its
Child Guidance
Clinic**

The persistent interest of Windsor citizens in the question of mental hygiene services for children and young people, has finally resulted in successful plans for the establishment of a child guidance clinic. It is hoped that this will be a first step in the direction of a move towards really adequate services for adolescents with emotional problems.

ABOUT



PEOPLE

Lyle M. Creelman of Vancouver has been appointed nursing consultant in Maternal and Child Health with the World Health Organization, with headquarters at Geneva. Formerly Director of Nursing of the Vancouver Metropolitan Health Committee, Miss Creelman resigned that position in 1944 to join the Staff of UNRRA and for two years served as chief nurse in the British Zone in Germany. On her return to Canada she engaged in survey work of the B.C. Provincial Health Branch and the Canadian Public Health Association.

The appointment of Loula Dunn as director of the American Public Welfare Association was announced recently. Miss Dunn has been the Commissioner of the State Department of Public Welfare in Alabama since 1937. Prior to her appointment to the Alabama Commissionership she was director of social service for the Alabama Relief Administration and had also served as supervisor of social

work in six states for the Works Projects Administration.

The new Minister of Reform Institutions for the Province of Ontario is W. E. Hamilton, M.P.P. of Wellington-South. Mr. Hamilton has been prominent in a number of community activities in Guelph among them the Y.M.C.A., Red Cross, Community Chest and Boy Scouts. He succeeds the Hon. George Dunbar who continues with the portfolio of Minister of Municipal Affairs.

E. Stewart Bishop, a graduate of the Toronto School of Social Work, and with experience in the Children's Aid Society of the City of Kingston and the County of Frontenac, Toronto Big Brothers, and Toronto Department of Public Welfare, has been appointed to the Welfare Department of the city of Edmonton. Mr. Bishop is Alberta born and served as a personnel selection officer in the Navy.

John Eldon Green, a recent graduate of the National Catholic School of

Social Service of the Catholic University of America, Washington, D.C., has been appointed to the staff of the Catholic Social Welfare Bureau, Charlottetown, P.E.I. Mr. Green has been given the assignment of organizing the membership of the Bureau into several working committees to initiate action on various community welfare problems.

Jacques de la Chevrotière, assistant director of the service financier, Conseil central des Oeuvres de Quebec, has resigned to become director of Les Services de Santé de Quebec.

Walter Lemmon, formerly treatment supervisor and assistant superintendent of the industrial school for boys at Regina has been appointed field representative of the Alberta John Howard Society, and will be located in Calgary.

Frank Dingman, formerly with the Toronto Family and Juvenile Court has been appointed Chief Probation Officer of the new Family and Juvenile Court of the County of Simcoe.

Mary MacPherson of the Nova Scotia Department of Public Welfare has been appointed Executive Director of the Children's Aid Society of Annapolis County replacing the late Eric Wood.

A. L. Tedford, a graduate of the Toronto School of Social Work succeeds Eric Dick as Executive Director of the Children's Aid Society of Lunenburg County. Mr. Dick's appointment as Acting Director of the Nova Scotia School for Boys was announced recently.

The Nova Scotia Department of Public Welfare reports that Pauline MacDonald, Charlotte Studd and May Donovan have joined the staff of its Halifax district office, that Marriette Belliveau has been appointed to its Digby district office and Phyllis Etter to its Cape Breton Office.

Hazel Tays has been appointed to the Children's Aid Society of Colchester County, Nova Scotia.

BOOK



REVIEWS

TAKE UP THY BED AND WALK, by David Hinshaw. G. P. Putnam's Sons, New York, 1948. 262 pp. Price \$3.00.

David Hinshaw, in this interesting story of the Institute for the Crippled and Disabled in New York, provides in palatable form a wealth of information and background philosophy for anyone interested in the problems of the disabled. His purpose in telling the story of the Institute is to portray the new science, rehabilitation of the physically handicapped, in its modern concept.

Take Up Thy Bed and Walk traces the origin and development of the re-

habilitation movement: one sees the Spartan practices of ancient times modified through the centuries by the efforts of socially-sensitive groups; the evolution of the new social science finally culminates in legislation when the State begins to assume responsibility for improving the lot of the disabled.

This book is particularly suitable material in Canada where public interest in the rehabilitation of disabled citizens is gaining momentum. The story of the Institute in New York makes evident the impossibility of using assembly-line techniques; accordingly, each unit in any Canadian

program which may be devised will, in some measure, be confronted with the same problems as the Institute. The volume provides a working knowledge for such individuals which would otherwise only be laboriously gleaned from trial and error experience.

R. J. Wood,
*District Supervisor, Casualty Rehabilitation
DVA, Regina, Sask.*

FAMILY RECREATION TODAY,
Canadian Welfare Council, Ottawa.
1949. Price \$1.00.

The proceedings of the First Family Recreation Conference are here mimeographed in both French and English and placed between attractive printed covers. The conference, held in Montreal last March, was organized by the Quebec and Eastern Ontario Regional Committee of the Recreation Division of the Canadian Welfare Council.

The report is of one of the first consolidated attacks on the threat to family unity caused by the current pattern of living. Reports from national, provincial and municipal government agencies are encouraging. Family camping in national parks, family radio programs and "green belt" family gardening areas have been started under public auspices.

It is refreshing to note that at the peak of our housing shortage there is a desire amongst some of our architects to build for living as well as for profit. One question put forth was: "Why should children find their play facilities in damp and musty rooms, the shape of which is more accidental than intentional?"

The report shows that our religious and social agencies are beginning to recognize that character is formed in primary groups and that the family is the earliest and most important primary group. How these agencies are helping to strengthen the family unit and the problems they encounter

makes profitable reading.

Family Recreation To-Day contains blue prints of plans for happy, healthy, long-lasting families. Texts of addresses by Dr. Marion Beaubien of McGill University and Dr. J. C. Falardeau of Laval University give psychological and sociological reasons for spot lighting the family in all future recreational planning.

The English section of the book contains a bibliography on family recreation compiled by students in the group work section of the McGill School of Social Work and a listing of Play and Play Materials for the Pre-School Child compiled by Ernest R. McEwen.

CLIFF THOMPSON,
*Secretary, Adult Program Department,
Y.M.C.A., Ottawa.*

SOCIAL WORK YEAR BOOK, 1949.

Edited by Margaret B. Hodges.
Russell Sage Foundation, New York.
1949. 714 pages. \$4.50.

Every two years a new gold mine of information comes to the hands of the worker in the welfare field; the 1949 edition of the *Social Work Year Book* is richer than ever before. Its 79 signed articles run the whole range of social work, from "Administration of Social Agencies" to "Youth Services". A new article on "Canadian Social Work" by Dr. H. M. Cassidy, of the University of Toronto School of Social Work, is of particular interest to Canadians and has been reprinted by the Canadian Welfare Council in pamphlet form. The "Directory of Canadian Agencies" has been considerably expanded.

All the material covered in previous *Year Books* has been included and three new topical subjects have been covered: "Chronic Illness," "Home-Maker Service," and "State-Wide Organization in Social Work".

DAVID CRAWLEY.

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